



**Project #16-039
Campus Residential
Parking, Bld. Height & Bld. Length
Code Amendment**

REPORT SUMMARY...

<i>Project Name:</i>	CR Parking, Building Height and Building Length
<i>Proponent/Owner:</i>	Community Development Department
<i>Project Address:</i>	Citywide
<i>Request:</i>	Code Amendment
<i>Type of Action:</i>	Legislative
<i>Date of Hearing:</i>	September 22, 2016
<i>Submitted By:</i>	Mike DeSimone, Director

RECOMMENDATION

Staff recommends that the Planning Commission recommend **approval** to the Municipal Council for the following amendments to the Land Development Code (LDC): Sections 17.14 (General Development Standards: Residential Zones) & 17.15 (Specific Development Standards: Residential Zones).

REQUEST

This proposal is to amend the Campus Residential (CR) Development Standards in three (3) different areas:

Building Height – Allow for a project to be built up to 65' with a Conditional Use Permit.

Building Length – Eliminate the maximum building length of 120' and replace with additional articulation requirements every 100' of building length.

Parking – Modify the current parking requirement of one stall/occupant to .85 stall/occupant, or a parking ratio of 85%.

BACKGROUND

The Campus Residential (CR) zone was established in 2011 in order to encourage more intensive, pedestrian oriented, walk-able student housing projects immediately adjacent to the Utah State University campus. The belief is that intensifying development within the Campus Residential zone in the two blocks west of the USU campus will help relieve the student pressure on the traditional single family neighborhoods. The CR zone was placed over the same general areas as the previous MFVH zoning.

The previous zoning, Multi-Family Very High (MFVH), permitted a maximum of 32 dwelling units per acre with a maximum building height of 35'. The minimum parking requirements were 2 stalls/unit plus .25 stall per unit for guest parking. With the Campus Residential zone, building placement and design standards changed as setbacks were reduced in order to move the building next to the street, parking areas were shifted to the sides and rear areas of the building, and new standards requiring articulation, differing materials, varied roof designs and building massing were adopted.

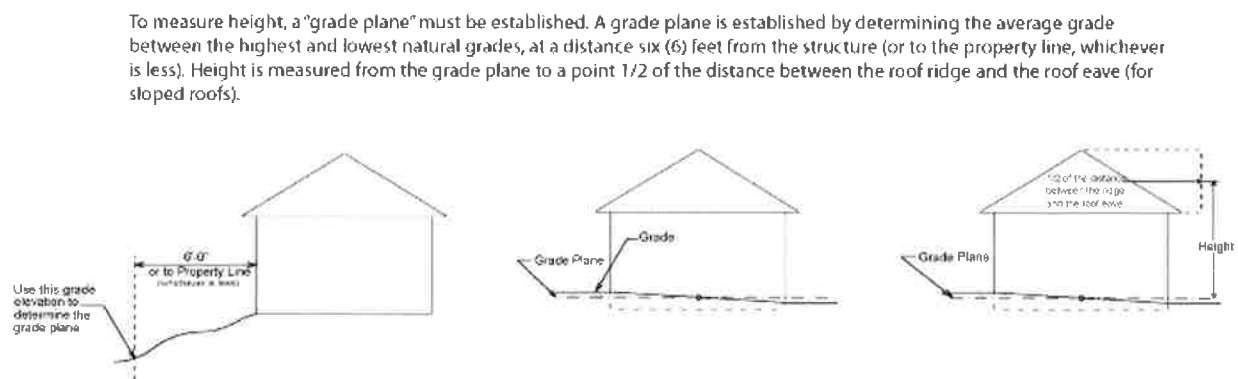
Since the creation and implementation of the CR zone, we have amended the CR code and zoning map on a number of different occasions in response to a variety of issues and neighborhood concerns over parking, building height, unit density, setbacks, etc.

The background to these three specific amendments is that the City was approached by a prospective purchaser of the Blue Haven project who is also working on another student housing project adjacent to Blue Haven. The initial concept we discussed was to consider separating the Campus Residential zone into two distinct districts or tiers. The first tier included the blocks from 6th East to 7th East while the second tier included the blocks from 7th East to 8th East. The purpose of this tiered system was to create standards for more intense development in the 7th East – 8th East Block immediately adjacent to USU campus while leaving the current CR standards in place adjacent to the NR zones further west. Staff evaluated this concept and determined that it would require either the creation of an overlay zone or the creation of a new CR zone (CR-1 & CR-2). We decided that the three areas of concern in this amendment request are appropriate for the entire CR zone, and decided to proceed with the amendment request applicable to the entire zone.

CODE AMENDMENT

Building Height – The first code modification is to increase the building height by 10' and permit a project to construct up to 65' with a Conditional Use Permit. This proposal does not change the maximum building height of 55' in the CR zone nor does it impact the height transition requirements when buildings are adjacent to NR-zones; rather, it provides an avenue for a project to go taller with additional scrutiny and review through the Conditional Use Permit (CUP) process. This is important for a couple of reasons. First, the typical floor (story) height on most student housing projects is 10' which puts a 5 story building at 50' leaving 5' for the roof height, which unless it is a flat roof with a minimal parapet, is impossible. The way we measure building height relies on the International Building Code (IBC) and which is shown below (height determined by distance from average grade plain to mid-point of roof). The result is that projects either get dug down with the bottom floor starting below grade in order to meet the maximum height limitation, or buildings are limited to flat roofs. Second, the International Building Code limits the type of construction above a certain height, namely wood frame construction is permitted on five floors of residential housing, whereas above that, it jumps into sky scraper standards requiring steel construction. Because the cost differential is so dramatic, most projects won't go above the five stories of housing. The additional 10' of height just allows for a wider variety of different building designs without creating any additional impacts on surrounding properties.

Figure 17.62.A: Determining Building Height



Building Length – The second proposed code amendment would eliminate the maximum building length of 120' and replace with additional articulation requirements every 100' of building length. Staff has proposed additional articulation of 8' per 100' of building length

whereas the prospective purchasers of Blue Haven have requested it be limited to 4' per 100' of building length. The current language in the Campus Residential spec sheet (17.15.120) states:

Building Mass

A Building shall not exceed 120 feet in length. There shall be a minimum separation between buildings of at least 20 feet to provide for common open space or pedestrian access.

This requirement was actually amended following the Factory student housing project approval in order to clarify that the wording actually meant a distinct break between buildings, or separate buildings, and the use of a tunnel or corridor was insufficient. The Factory used a 20' wide corridor to meet the intent of the code language at the time. The underlying purpose of the specific 120' maximum building length is to regulate the overall building mass to ensure that the building does not overwhelm the streetscape, and enable the movement of pedestrians through a project site.

The previous code language stated:

Pedestrian Access

Buildings shall not exceed 120 feet in horizontal distance without minimum 20-foot breaks between buildings providing pedestrian access or common open space.

Current design standards for multi-family residential are found in Section 17.14.040 as well as on the spec sheet in 17.15.120. The Land Development Code requires articulation, a mix of materials, variation in roof elevations, defined entry ways, variation in the building's fenestration, variation in the architectural styles, variations in the building height, or variations in the colors. The specific articulation standards require changes in wall planes every 500 to 1,000 square feet based on building height.

Some of the arguments against a maximum building length are that it creates additional construction costs because with separate buildings, a variety of requirement elements such as building elevators, emergency accesses, exterior end construction, fire protection systems (sprinklers/alarms), building security systems, etc., are duplicated within each separate building. The end result is that the additional costs start rendering a project infeasible, or these costs get passed onto tenants, which can lead to higher rental costs that start pricing out a majority of the students and defeats the purpose or intent of the CR zone.

Another issue revolves around controlled access. The original code language expressed the standard in terms of pedestrian access and common open space. The last few student housing projects reviewed and approved have been designed to manage access through their project site, so the concept of creating open areas between buildings for pedestrian movement makes it more challenging to manage the overall site.

An arbitrary limit on building length does not support the intended movement towards a more modern and intensive built environment in this specific area, which is what was contemplated in the Campus Residential zone. The CR zone is the only zone in the City to have a limitation on building length. So for example, structures built in Riverwoods would not be permitted in the CR zone as they exceed the maximum 120' building length. The building shown below is approximately 150' in length and meets the City's requirements in 17.14 for building design.



Riverwoods (1st East)

Below are two photo's from the LDC that demonstrate the design of new projects the City is envisioning in the MFR and CR zones, both of which probably would not work in the Campus Residential zone because they are longer than 120'.



The proposed code change to eliminate the maximum building length and instead require additional articulation of at least 8' every 100' would encourage a diversity of project design rather than place an arbitrary limit on length. Below is the Independent Student Living project approved by the City in 2012, which is similar to the denied Blue Haven Project.



The prior code language defining the 120' standard for pedestrian access was in place when the Independent Living Project was reviewed. Clearly, the intent was to limit the amount of building frontage along the street in order to break up the mass of the building, but also provide visual interest as well as tenant access and open areas.

Parking – The third code amendment is a proposal to modify the current parking requirement in the Campus Residential zone of one stall per single occupant, or 100%, to a parking ratio of .85 stall per single occupant, or 85%. The City has discussed parking standards for this specific zone several times since the creation of the Campus Residential zone in 2011. Originally, the CR zone had a parking range of 0.5 – 6.0 stalls per unit, but was subsequently changed to one stall/one occupant in 2013. Prior to the Campus Residential zone, the parking ratios for the Multi-Family Very High zone were 2 stalls per unit plus .25 stall for visitor parking. These rates in this geographic area have proven to be insufficient to accommodate the parking demand generated by some of the older student housing projects especially as the permitted occupancy has increased from four (4) occupants to six (6) occupants.

What gets lost in this discussion, is determining what truly is necessary to service a project's real parking demands. I think everyone can agree that there is a parking problem in the Adams neighborhood during the school year, and which we believe is caused in part by, commuter students and/or USU employees unwilling to purchase on-campus parking permits, on-campus students living in on-campus housing unable to obtain on-campus parking permits (too many students & too few permits), and older, grandfathered properties with insufficient on-site parking to accommodate their tenants parking needs. Many of these grandfathered properties were converted into more intensive living arrangements at a time when there were no parking standards.

Staff has called a number of student housing complexes, and most are parking at ratios of 80% - 90%. We have talked to USU on-campus housing, and they are maxed out at a ratio of 75%, with a waiting list for their residents currently unable to park on-campus, and who are parking their vehicles either in church parking lots, friend's places, streets, etc. Other mixed complexes housing both students and/or non students around town are parking at around 75% - 80%. Similar student complexes located around other similar universities are parking their students at around 70% - 75%.

The discussion surrounding this specific code amendment needs to focus on what is the true parking demand being generated by student housing projects, both now and in the foreseeable future. When the CR zone was crafted, it was believed that the proximity to campus would lend itself to the area evolving into a more walkable, pedestrian type of housing environment that would result in students not bringing individual vehicles to school. While we are finding that many students living adjacent to campus are bringing their vehicles to school, the shift towards a walkable, pedestrian environment is a long term proposition and one which we need to continue promoting.

We believe the one (1) stall/one (1) occupant in the CR zone is generally too high. We also believe that requiring one stall per one occupant in the CR zone is not going to resolve the current parking problem in the neighborhoods adjacent to the University. The recent study prepared by the Blue Haven's engineering firm demonstrated that a number of complexes near the university have average parking ratio's around 85%. That is why I agreed to the Blue Haven Alternative Parking Plan which demonstrated a parking ratio of 85% was reasonable..

GENERAL PLAN

The Land Development Code was prepared and adopted to implement the vision expressed in the General Plan. The proposed amendments to modify the specific standards within the Campus Residential zone are in line with the Plan's purpose for this zoning designation. The Plan is contemplating a movement toward dense, student housing projects adjacent to the university capable of relieving the pressure on adjoining residential areas. The proposed code amendments are consistent with the General Plan.

ATTACHMENTS

I have included a series of attachments provided by the prospective owners of the Blue Haven project. In this packet is their original request of us, a parking analysis, and additional supporting information regarding other student housing projects.

STAFF RECOMMENDATION AND SUMMARY

Staff finds that the proposed amendments will enable Logan City, landowners and neighbors within, and adjacent to, the Campus Residential zone promote student housing projects compatible with the neighborhood, walkable in design, and reflect a long term commitment to good, lasting construction and design. Staff would recommend that the Planning Commission forward a recommendation of approval to the Council for their consideration.

PUBLIC COMMENTS

As of the time the staff report was prepared, no public comments had been received.

PUBLIC NOTIFICATION

Legal notices were published in the Herald Journal on September 8, 2016, posted on the City's website and the Utah Public Meeting website on September 12, 2016, and noticed in a quarter page ad on September 2, 2016.

AGENCY AND CITY DEPARTMENT COMMENTS

As of the time the staff report was prepared, no comments have been received.

RECOMMENDED FINDINGS FOR APPROVAL

The Planning Commission bases its decisions on the following findings:

1. Utah State Law authorizes local Planning Commission to recommend ordinance changes to the legislative body (Municipal Council).
2. The Code Amendments are done in conformance with the requirements of Title 17.51 of the Logan Municipal Code.
3. The proposed Code Amendments are consistent with the Logan City General Plan and the overall intent of the Campus Residential designation.
4. The proposed Code Amendments continue to improve new development proposals within the Campus Residential zone without negatively impacting the neighboring residential areas.
8. No public comment has been received regarding the proposed amendments.

This staff report is an analysis of the application based on adopted city documents, standard city development practices, and available information. The report is to be used to review and consider the merits of the application prior to and during the course of the Planning Commission meeting. Additional information may be revealed by participants at the Planning Commission meeting which may modify the staff report and become the Certificate of Decision. The Director of Community Development reserves the right to supplement the material in the report with additional information at the Planning Commission meeting.



APPLICATION FOR PROJECT REVIEW

☒ Planning Commission ☐ Board of Adjustment ☐ Board of Appeals ☐ Other

Date Received 8-22-16	Received By	Receipt Number	Zone	Application Number PC 16-039
<p align="center">Type of Application (Check all that apply):</p> <p> <input type="checkbox"/> Design Review <input type="checkbox"/> Conditional Use <input type="checkbox"/> Subdivision <input type="checkbox"/> Zone Change <input type="checkbox"/> Boundary Line Adjustment <input type="checkbox"/> Code Amendment <input type="checkbox"/> Appeal <input type="checkbox"/> Variance <input type="checkbox"/> 4950' Design Review <input type="checkbox"/> Other _____ </p>				
PROJECT NAME				
TEXT AMENDMENT – LOGAN LAND DEVELOPMENT CODE				
PROJECT ADDRESS				COUNTY PLAT TAX ID #
CITYWIDE – TEXT AMENDMENT.				-- --
AUTHORIZED AGENT FOR PROPERTY OWNER (<u>Must</u> be accurate and complete)				MAIN PHONE #
LOGAN CITY COMMUNITY DEVELOPMENT DEPARTMENT				(435) 716-9021
MAILING ADDRESS		CITY	STATE	ZIP
290 NORTH 100 WEST		LOGAN	UTAH	84321
EMAIL ADDRESS				
WWW.LOGANUTAH.ORG ; MIKE.DESIMONE@LOGANUTAH.ORG				
PROPERTY OWNER OF RECORD (<u>Must</u> be listed)				MAIN PHONE #
CITYWIDE				
MAILING ADDRESS		CITY	STATE	ZIP
EMAIL ADDRESS				
<p>DESCRIBE THE PROPOSED PROJECT AS IT SHOULD BE PRESENTED (Include as much detail as possible - attach a separate sheet if needed) AMEND LOGAN LAND DEVELOPMENT CODE CHAPTERS 17.14 & 17.15 TO REFINE THE MAXIMUM HEIGHTS, MAXIMUM BUILDING LENGTHS AND MINIMUM PARKING REQUIREMENTS IN THE CAMPUS RESIDENTIAL (CR) ZONE.</p>				
				Size of Proposed New Building (square feet)
				Number of Proposed New Units/Lots
<i>I certify that the information contained in this application and all supporting plans are correct and accurate. I also certify that I am authorized to sign all further legal documents and permits on behalf of the property owner.</i>		Signature of Property Owner's Authorized Agent		
		Signature of Property Owner		
<i>I certify that I am the property owner on record of the subject property and that I consent to the submittal of this project. I understand that all further legal documents and permits will be sent to my authorized agent listed above.</i>				

*Council Workshop: Oct. 4
Council Hearing: Oct. 18*

17.14: General Development Standards: Residential Zones

- 5) Fenestration (variation in the arrangement and detailing of windows and other openings);
- 6) Architectural Style (variation in style; e.g., Craftsman, Prairie, Four Square, Colonial, Tudor, Ranch, etc.);
- 7) Variation of Building Height and Stories; or
- 8) Color Variation.

2. Articulation.

- a. In multi-family buildings, individual units shall be accentuated using a variety of techniques that include plane changes, bays, variation in entrances, balconies, dormers, colors, columns, or other details defining the individual unit.
- b. For structures less than 35' in height, the front, side or street facing elevation shall be divided into distinct planes of 500 square feet or less. —For structures greater than 35' in height, the front, side or street facing elevation shall be divided into distinct planes of 1,000 square feet or less. For the purpose of this standard, areas of wall planes that are entirely separated from other wall planes are those that result in a change in plane such as a recessed or projecting section of the structure that projects or recedes at least one (1) foot from the adjacent plane, for a length of at least six (6) feet. Bay windows, porch insets, dormers, porch canopies, and other secondary roof forms are examples of acceptable changes in wall plane.



The long façade of a multi-family building is articulated through the use of porches, projections, varied roof forms and the expression of individual dwelling units.

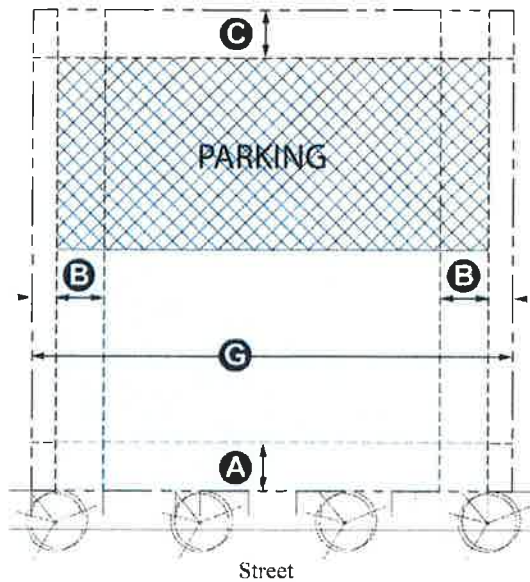


The vertical mass of the building is broken up by horizontal roof forms. Projecting gable roofs provide breaks proportionate to the roof form.

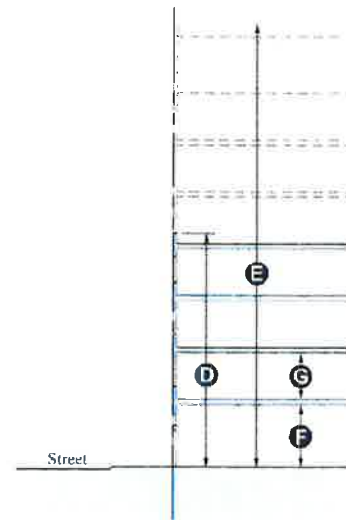
- c. All building elevations must be articulated along the vertical face for a minimum depth of 1 foot, for a length of at least 6 feet, for every dwelling unit or every 30 feet of horizontal wall plane, whichever is less. This may be accomplished through the use of recesses or extensions of floor area, decks, patios, or entrances (see Figure 17.14.040.C.1). For each 100 feet of building length (regardless of building height), a significant break in the vertical wall plane with a minimum depth of at least 8 feet and a minimum length of at least 20 feet shall be provided to help reduce the overall mass of the building.
- d. The vertical mass of buildings shall be broken up through the use of architectural features such as horizontal cornices, pediments, belt-courses,

17.15: Specific Development Standards: Residential Zones

§17.15.120 Campus Residential (CR) Development Standards



Site Plan Diagram



Site Plan Diagram

Residential Density

Units/Acre (max) 40

Occupants/Acre (max) w/CUP 240

Site**Lot Coverage (max)** 60%Size (min) Building Frontage 6,000 ft²**Lot Width (min) % at front setback (min)** 60:50%

Coverage (max) 60%

Setbacks**A** Front (min) 10'

Front – Opposite NR Zones 25'

B Side - Common Wall (min) 0'

Side -Non Common Wall (min) 8'

Side Adjacent to NR Zones 25'

C Rear (min) 10'

Rear Adjacent to NR Zones 25'

*See Section 17.14.050 for additional setback requirements if adjacent to a residential zone.***Building Frontage**

% at front setback (min) 50%

% at side setback NA

Parking

Residential 1.85 parking stall per occupant

*(Unless an Alternative Parking Plan see Section 17.38 is approved)***Parking Setbacks**

Parking – Front (min) 10'

*(setback measured from the longest portion of front wall plane of the primary structure)***Parking – Side/Rear (min)** 5'**Land Set Asides (17.35.020)**

Open Space 20 %

Useable Outdoor Space 10%

Non-residential Uses in CR

Non residential uses shall not exceed 25% of total first floor square footage and shall be located on ground floor only (see use table).

Building Form**Heights****D** Primary Building Height 55'

Building Height w/CUP 65'

Bld. Height adjacent to NR Zone (see 17.14.060) 35'

Fences-/Walls – Front (max) 4'

Fences-/Walls Side/Rear (max) 6'

Stoop / Porch (min-max) 2'-4'**Floor Height (floor to ceiling)**

Ground Floor Commercial use on ground floor 12'

Roofs

Roof Types Flat or Sloped

Sloped Roof Pitch (min) 5:12

(Flat roof requires Track 2 approval)

Roof Overhang 1'

Parking Location

Location Rear or Side

17.15: Specific Development Standards: Residential Zones

Structure Above/ Below/ Behind
(See Parking Location Figure 17.15.120)
Surface Rear or Side

§17.15.120 Campus Residential (CR)**Appearance****Elevations**

Blank lengths of wall exceeding 30 linear feet are prohibited on all exposed building facades. Acceptable breaks include transparent or lightly tinted windows, balconies, horizontal building modulation (e.g., recess, and/or changes in color or material).

Weather Protection

Required for ground floor entrances (awnings, canopies, colonnades, marquees, building overhangs, etc.).

Building Materials

No more than 3 materials shall be used (excluding materials for fascia, soffit, window trim, etc.) for street-facing elevations. No vinyl or T1-11 siding allowed. Front material mix shall be used on a minimum of 50% of sides/rear. See Section 17.14.020.C.3.

Building Design

For buildings less than 35' in height, front, side and street facing elevations must be divided into distinct planes of 500 square feet or less. For buildings greater than 35' in height, front, side and street facing elevations must be divided into distinct planes of 1,000 square feet or less. A distinct wall plane results in a change of plane at least one (1) foot from the adjacent plane, for a length of at least six (6) feet. See Section 17.14.040.C.1. For each 100 feet of building length (regardless of building height), a significant break in the vertical wall plane with a minimum depth of at least 8 feet and a minimum length of at least 20 feet shall be provided to help reduce the overall mass of the building. See Section 17.14.040.C.1.

Open Space

20% open space and 10% useable outdoor space required. May be aggregated in common exterior open space (courtyards, parks, pools, etc).

Pedestrian Entrances

A functioning pedestrian entrance is required along each frontage. Buildings with two frontages may substitute an angled entrance at the corner.

Building Mass

17.15: Specific Development Standards: Residential Zones

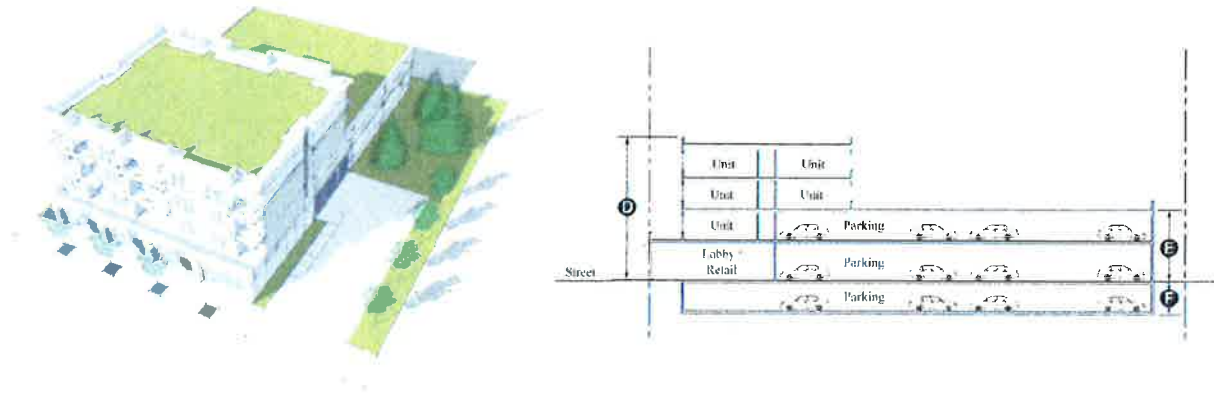
~~A Building shall not exceed 120 feet in length. There shall be a minimum separation between buildings of at least 20 feet to provide for common open space or pedestrian access.~~

Other**Compliance with Other Standards**

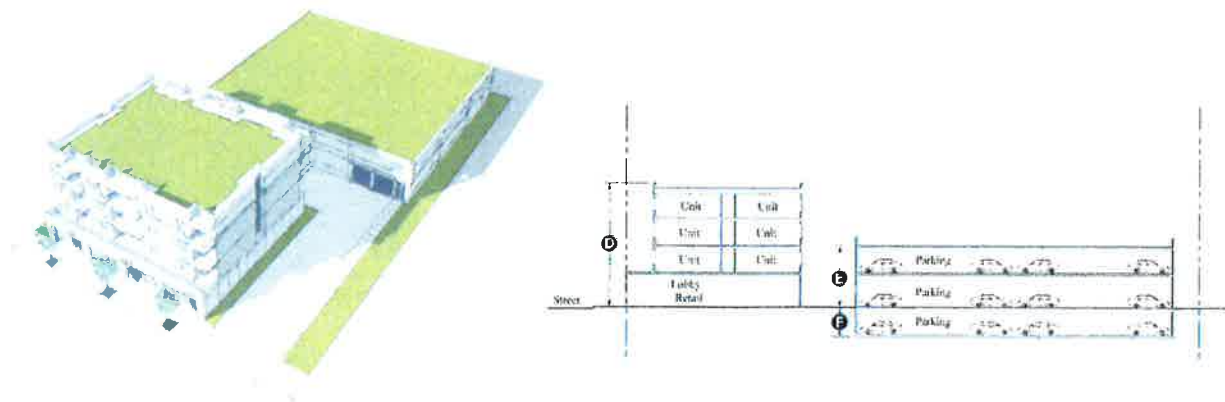
Compliance with all other applicable sections of the Logan Land Development Code is required.

Figure 17.15.120 Parking Structure Standards – Campus Residential

Structured parking in the Campus Residential Zones is required to be above, below, or behind the building.



Example of parking location when attached as part of a building.



Example of parking location when detached from a building